

DD/A Registry  
File *B. C. F. G. 10*

7 September 1977

MEMORANDUM FOR: Director of Central Intelligence  
Acting Deputy Director of Central Intelligence  
Deputy Director, National Intelligence  
Deputy Director for Intelligence  
Deputy Director for Operations  
Deputy Director for Science and Technology  
Acting Deputy Director for Administration

SUBJECT : Contingency Planning for Power Outage

1. Working with the Office of Communications and the Cable Secretariat we have concluded that while this weekend's power outage will result in the loss of timeliness--about four hours--between the receipt of electrical traffic in the Signal Center and its availability to our watch officers and our customers, it will not cripple us or seriously retard the production cycle. To minimize the loss of timeliness we have asked the other Community centers--State, NMIC, NSOC and the WHSR--to alert us by phone to time-sensitive traffic. They have agreed.

2. From our vantage point, the critical moment will come when VEPCO restores power toward mid-day Sunday. If the installation of the new power lines or circuit breakers proves faulty and the Signal Center cannot come back on line, there will be a real impact on Monday's and possibly Tuesday's production. To guard against this contingency, we have arranged with the State Department's Operations Center to hold a three-man team of our Agency watch officers on standby, cleared for access to State and provided working space there. Should the Signal Center not come on line as expected, we will dispatch those watch officers to State and provide courier service to carry us through the duration of the disruption.

STATINTL

Vincent J. Heyman  
Director  
CIA Operations Center

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Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

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Executive Registry

77-1550/a

22 JUN 1977

Honorable Joel W. Solomon  
Administrator  
General Services Administration  
Washington, D.C. 20405

Dear Mr. Solomon:

The challenge of energy conservation as described by the President is a concern of all, individually and institutionally. The Central Intelligence Agency (CIA) has and will continue to cooperate with the General Services Administration (GSA) in your operation of Agency buildings in compliance with energy conservation guidelines.

This Agency has taken the initiative and has funded engineering studies in several areas which we believe will have impact in reducing energy consumption. These supplementary energy conservation efforts, presently under contract, include a major heating, ventilating, and air-conditioning system modification study and a solid waste energy recovery study. Both contracts have energy efficiency as a primary goal.

Additionally, at the start of both the heating and cooling seasons, all Agency personnel are reminded of energy guidelines and their individual responsibilities with respect to energy conservation. As an example, a copy of an Agency notice circulated for the 1977 cooling season is enclosed.

You may be assured of our continued cooperation in mutual efforts to meet national energy conservation goals.

Yours,

/s/ Stansfield Turner

STANSFIELD TURNER  
Director

Enclosure

STATINTL

Distribution:

- Orig. - GSA (w/enc)
- 1 - DCI (w/enc)
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Originating Office

Acting Director of Logistics

HEADQUARTERS NOTICE

ENERGY CONSERVATION

1. At the direction of the President, the Administrator of General Services has issued instructions to the managers of all Government-occupied buildings to reduce energy consumption.
2. The portions of these instructions that are of primary interest to Agency employees are as follows:
  - a. "During the seasonably hot months, air cooling systems shall be held at not lower than 78° - 80°F during working hours.
  - b. "Humidity controls shall not be provided for general office use.
  - c. "The operation of portable cooling devices and fans in Government-owned or -leased space is prohibited.
  - d. "Exceptions may be necessary for the protection and operation of certain specialized equipment; . . . . Such exceptions may be granted only after consultation with appropriate technical personnel of the agency requesting the exception and the presentation of necessary supporting evidence. Exceptions will be granted by the official responsible for the operation and maintenance of the facility. . . ."
3. In accordance with the above directives, the General Services Administration (GSA) will maintain the temperatures in all Headquarters Building office areas between 78° - 80°F during the summer months. Throughout the years certain areas in the Headquarters Building have been chronically uncomfortable during peak summer and winter periods. This has been the result of the many changes in the number and location of personnel and equipment within the building since its original design which has caused the building heating, ventilating and air-conditioning systems to become unbalanced. Long-term corrective actions for the building systems are planned by the Agency through GSA. Although some of the corrections have already been accomplished, the remaining work will take several years to complete. In the interim the Agency, in cooperation with GSA, will take all possible remedial steps to maintain office temperatures in these areas between 78° - 80°F.

4. Due to the lack of humidity control in the Headquarters Building, humidity levels within office areas may become high for certain periods of time during the summer months causing an additional amount of discomfort. The present Government guidelines on work dismissal due to high temperature/humidity levels are as follows: temperature 95, humidity 55; temperature 96, humidity 52, temperature 97, humidity 49; temperature 98, humidity 45; temperature 99, humidity 42; and temperature 100, humidity 38.

5. In addition, in order to reduce energy consumption, all Agency personnel are requested to participate this summer by limiting and reducing demands for energy resources in their work areas. Such relatively simple steps include closing blinds to keep the heat of the sun out, turning off lights where there is adequate natural light and in unoccupied areas, and turning off electrical equipment when not in use. Also, due to the higher temperature and humidity levels which will be experienced, more comfortable and loose fitting clothing may be worn as appropriate.

6. Your response to past energy conservation challenges has been excellent, and we feel confident that our great spirit of cooperation will serve us all well during the period of air-conditioning conservation this summer.

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Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

WASHINGTON, DC 20405

DD/A Registry

77-13197



May 31, 1977

Executive Registry

77-1550

Honorable Stansfield Turner  
Director  
Central Intelligence Agency  
Washington, DC 20505

Dear Admiral Turner:

We who are new to the Federal Government are faced with many new, varied, and complex operations. I would like to take this opportunity to express my intention to work very closely with you in accomplishing our new responsibilities.


A program of great importance for which the General Services Administration has responsibility is energy conservation in our Federal buildings. This responsibility is directly related to one of the most pressing issues the President must deal with, and that is the national energy problem. In outlining the 10 fundamental principles of his National Energy Policy, the President stated, "The cornerstone of our policy is to reduce demand through conservation."

This summer, we will be operating our Federal buildings in accordance with the established energy conservation guidelines outlined in Federal Management Circular (FMC) 74-1 and Federal Property Management Regulation (FPMR) 101-20.116. The temperature range of 78° F to 80° F must be enforced if we are to meet the President's goal. Lower temperatures will prevail only when they can be achieved without air-conditioning or where required for essential special purpose activities that must be maintained at special temperature and/or humidity levels.

By working together, energy conservation can become a reality! I am asking your assistance in instilling in your employees the need for and importance of this program. Their help and cooperation are needed. In this regard, it might be useful to encourage a more comfortable dress code for your employees. We need the understanding and acceptance of all employees to continue and to increase our energy conservation efforts.

Should you have a particular or critical problem concerning the energy guidelines, please feel free to have your staff contact Mr. William R. Campbell, Jr., Assistant Commissioner for Buildings Management, telephone number 566-0971, who will be pleased to be of whatever assistance is possible within our established energy conservation guidelines.

Sincerely,

  
Joel W. Solomon  
Administrator

November 15, 1974

Federal Management Circular

74-1, Supp. 2

Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

Attachment C

## HEATING, COOLING AND LIGHTING OF BUILDINGS

1. Policy intent. This attachment prescribes uniform energy conservation policies for all departments and agencies in the operation and management of building space. Such energy conservation policies shall be implemented in a manner that gives consideration to the requirements of the task being performed and to maintaining the health and efficiency of employees.
2. Applicability and scope. The provisions of this attachment apply to the management of space in all buildings owned by executive departments and establishments. New lease contracts for buildings and space shall incorporate the policies contained in this attachment. Existing leases shall incorporate the policies of this attachment to the extent feasible.
3. Definition. "Building space" means space in any building or structure that is lighted, heated, or cooled.
4. Policies and procedures.
  - a. Lighting. Energy consumed for lighting shall be reduced by removing nonessential lamps and fixtures and by applying nonuniform lighting standards to existing lighting systems. During working hours, overhead lighting shall be reduced to 50 foot candles at work stations, 30 foot candles in work areas, and 10 (but not less than 1) foot candles in nonworking areas. Reduction in overhead lighting shall be accomplished with minimum deviation from the specified levels. Where the "heat of light" technology is used, consideration shall be given to the additional cost and energy requirements of an alternative source of heat. Off-hour and exterior lighting shall be eliminated, except where it is essential for safety and security purposes.
  - b. Heating and cooling. Energy consumed for heating and cooling Government-owned and-leased space shall be reduced. During the heating season, temperature control devices for general office space shall be set to maintain 65-68°F during working hours and not more than 55°F during nonworking hours. Temperatures in warehouses and similar space shall be adjusted lower than the 65°-68°F range depending on the type of occupancy and activity in the space. Cooling season



temperatures for general office space shall be held no lower than 78°-80°F. The use of cooling energy to achieve prescribed heating levels or heating energy to achieve cooling levels is prohibited.

c. Humidity controls. Humidity controls shall not be provided for general office space. Requirements for humidity controls in special purpose space or certain geographical locations shall be handled on a case-by-case basis by the official responsible for operation and maintenance of the facility with the concurrence of the agency's Energy Conservation Coordinator.

d. Threshold heaters and portable heating and cooling devices. The operation of threshold heaters and portable heating and cooling devices in Government-owned or -leased space is prohibited.

5. Exceptions. Exceptions to the policies prescribed in paragraph 4 may be necessary for the protection and operation of certain specialized equipment; e.g., computers, for maintaining the health and efficiency of employees, and for certain installations of high specialization; e.g., greenhouses, hospitals, guard stations, and laboratories. Such exceptions may be granted only after consultation with appropriate technical personnel of the unit requesting the exception and the presentation of necessary supporting evidence. Exceptions will be granted by the official responsible for the operation and maintenance of the facility and must be concurred in by the agency's Energy Conservation Coordinator.

6. Reporting. Executive departments and establishments shall report on the progress made in meeting the energy conservation requirements set forth in this attachment. Such reports shall be in accordance with the instructions provided in Subchapter D of the Federal Property Management Regulations. Executive departments and establishments shall continue to submit the quarterly Energy Conservation Performance Report to the Administrator, Federal Energy Administration, with a copy to the Administrator of General Services.

7. Inquiries. Further information concerning this attachment may be obtained by contacting:

General Services Administration (AMP)  
Washington, D.C. 20405

Telephone: IDS 183-7528  
FTS 202-343-7528

SUBPART -20.1 BUILDING OPERATION, MAINTENANCE, PROTECTION, AND ALTERATIONS  
Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1  
101-20.116-2(a)

Purchase Contract Act of 1954 (40 U.S.C. 356) and sec. 5 of the Public Buildings Amendments of 1972 (40 U.S.C. 602a).

(a) The usual built-in and fixed building equipment, including courtroom equipment where applicable, and such miscellaneous items as directory and bulletin boards in public space, water coolers, wall fans, and venetian blinds.

(b) Moving and installation of existing special equipment, such as laboratory, clinical, and protection equipment.

(c) Moving of furniture, furnishings, and office equipment in use to temporary space or new buildings.

(d) Space for interim occupancy for agencies temporarily displaced to make way for construction.

(e) Special purpose requirements of prospective occupants will be financed in accordance with § 101-21.502(b).

§ 101-20.115 Property pass.

(a) Optional Form 7, Property Pass, shall be used by all agencies requiring a pass for the removal of occupant agency controlled Government property from Federal buildings. The form may be used for the removal of personally owned property when security regulations are in force in a given building.

(b) The form is to be filled in and signed by the person authorizing the removal of the property. The person authorized to remove the property is to surrender the pass to the guard when leaving the building. The disposition of the pass after collection by the guard is a matter of administrative determination to be made by the using agency.

§ 101-20.116 Conservation of energy by executive agencies.

§ 101-20.116-1 Agency action.

Executive agencies shall be responsible for assigning a top management official as the agency Energy Conservation Coordinator to oversee and supervise the Government-wide effort as it pertains to the facilities under the agency's control. It is further the responsibility of executive agencies occupying space in Government-owned or -leased quarters to require their employees to observe the energy conservation practices cited herein. Also, it should be noted that implementation of the provisions of this regulation may require consultation or negotiations, as appropriate, with recognized labor organizations.

§ 101-20.116-2 Lighting conservation policies and procedures.

(a) Nonuniform lighting standards shall be applied to existing lighting systems by removing excess lamps and fixtures.

(1) During working hours, overhead lighting shall be reduced to 50 foot-candles at work stations, 30 foot-candles in work areas, and 10 (but not less than 1) foot-candles in nonworking areas. Reductions in overhead lighting shall be accomplished with minimum practicable deviation from the specified levels. Illumination levels are to be measured at the place or places where the visual requirements are present. Furthermore, lighting measurements shall be made so as not to allow natural light to influence the foot-candle reading. Work station lighting measurements shall be taken at the desk surface, typewriter surface, working surface, etc. Work area lighting measurements shall be read on the walking surface.

(2) Except where special problems may exist, an illumination level of 1 foot-candle achieved on the walking surface at the center of the corridor midway between two lighting fixtures is satisfactory and need not be achieved at the corners of corridors, against corridor walls, etc.

(3) In stairwells where lamps or bulbs are provided in tandem to guard against darkening a stairway upon failure of one lamp or bulb, the tandem system shall be continued. In other words, the target lighting levels shall not be achieved by removing one of the two lamps or bulbs provided in the tandem system.

(4) Where elevator holstway lights, and emergency lights, such as those to be illuminated by activation of an emergency generator are provided and required, the necessary lamps or bulbs shall be maintained. At least 5 foot-candles of illumination shall be provided at the landing sills of passenger and freight elevators when the elevator is in service.

(5) Off-hour and exterior lighting except that essential for safety and security purposes; e.g., exit signs, shall be eliminated.

(6) These standards shall be maintained in all space except where "heat of light" technology is utilized. Where "heat of light" technology is used, the energy savings to be achieved by decreasing the lighting and cooling energy shall be compared to the increased use of heating

101-20.116-2(a)

energy before a determination regarding delamping is made.

(b) To the extent that projected energy savings will offset higher acquisition and maintenance costs, preference shall be given to the installation of more efficient lighting systems when constructing or remodeling space.

**§ 101-20.116-3 Cooling and heating energy conservation policies and procedures.**

(a) During the seasonably hot months, air cooling systems shall maintain space temperature at no lower than 78° to 80° F during working hours. Necessary adjustments shall be made to cooling system controls so that the temperature in the space shall be maintained at 78° to 80° F with no reheat, except in multi-zone systems where reheat is an essential element for zone control. Where this is the case, the cooling temperature shall be maintained as high as feasible to minimize the need for reheat. Furthermore, lower temperatures are permissible when obtained without cooling energy, such as with an economizer cycle. The use of heating energy to achieve the temperatures specified for cooling is prohibited.

(b) During the seasonably cold months, heating temperature control devices shall be set to maintain temperatures of 65° to 68° F during working hours and shall be set to maintain temperatures of not more than 55° F during nonworking hours. Temperatures in warehouse and similar space shall be adjusted lower than the 65° to 68° F range depending on the type of occupancy and the activity in the space. Higher temperatures than those specified for heating are permissible when obtained with normal building operation heat gains, such as solar energy, etc. The use of cooling energy to achieve the temperatures specified for heating is prohibited.

(1) Interior space in office buildings tends to have a heat build-up generated by lights, people, and equipment and, therefore, does not usually require an added heat source during the heating season. Systems serving this type of space usually utilize recirculated air mixed with some outside air for ventilation purposes. The amount of outside air shall not be increased nor refrigeration introduced for the sole purpose of lowering the temperature which might otherwise exceed 68° F.

(2) Window draperies and blinds shall be used to cut down heat losses by setting them to the closed position during nighttime and on cold, cloudy days,

and setting them to the open position during periods of sunshine.

(c) Humidity control shall not be provided for general office space during the cooling season. Requirements for humidity controls in special type space or certain geographic locations will be handled on an individual basis by the official responsible for operation and maintenance of the facility with the concurrence of the agency Energy Conservation Coordinator. Humidity controls may be provided during the heating season for general office space.

(d) The operation of threshold heaters, portable space heaters, and portable electric fans in Government-owned or -leased space is prohibited.

(e) Outside air intake during heating and cooling seasons shall be reduced to the greatest extent feasible. Under most conditions, a 10 percent outside air intake will be adequate for general office space. Under certain outside air temperature and humidity conditions, the use of up to 100 percent outside air will be the most economical method of operation. Special purpose space, such as laboratories, shall have the outside air intake reduced to the maximum extent possible consistent with the requirements of the mission. In laboratories and other facilities dealing with toxic materials, the level of air intake and other system features shall be maintained as necessary to protect persons from harmful dust, fumes, vapors, etc.

**§ 101-20.116-4 Exceptions.**

Exceptions to the policies prescribed in the foregoing §§101-20.116-2 and 101-20.116-3 may be necessary for the protection and operation of certain specialized equipment; e.g., computers, for maintaining the health and efficiency of employees, and for certain installations of high specialization; e.g., greenhouses, hospitals, guard stations, and laboratories. Such exceptions may be granted only after consultation with appropriate technical personnel of the unit requesting the exception, and the presentation of necessary supporting evidence. Exceptions will be granted by the office responsible for the operation and maintenance of the facility, and must be concurred in by the official's energy conservation coordinator.

**§ 101-20.116-5 Conservation of energy in leased space.**

Contracting officers shall ensure that all new lease contracts include the conservation policies prescribed in § 101-20.116-2 and § 101-20.116-3. Existing

101-20.117-2(a)(4)

lease contracts shall include the conservation policies prescribed in § 101-20.116-2 and § 101-20.116-3 to the extent feasible within the existing contract provisions or by amendment thereto.

**§ 101-20.116-6 Reporting requirements.**

(a) Each agency shall report the energy consumption in buildings and facilities under its control within 45 calendar days after the end of each quarter, as specified in the Federal Energy Administration Energy Conservation Performance Report, Form FEA U 502-0-0. Forms shall be mailed to the Federal Energy Administration, Mail Code 2898, Washington, DC 20461. In addition, a copy of the report shall be sent simultaneously to the Administrator of General Services, Washington, DC 20405.

(b) This report has been cleared in accordance with FPMR 101-11.11 and assigned interagency report control number 1492-FEA-OU.

**§ 101-20.117 Carpool parking.**

**§ 101-20.117-1 Definitions.**

The following definitions shall apply to this section:

(a) "Agency parking" means vehicle parking spaces under the jurisdiction and/or control of a Federal agency which are used for parking Government vehicles, other official vehicles, visitor vehicles, and employee vehicles.

(b) "Carpool" means a group of two or more people using a motor vehicle for transportation to and from work.

(c) "Employee parking" means the parking space assigned for the use of employee-owned vehicles other than those classified as "official parking."

(d) "Federal agency" means any executive department or independent establishment in the executive branch of Government, including any wholly owned Government corporation.

(e) "Handicapped employees" means Government employees so severely physically handicapped as to prohibit or make unreasonably difficult the use of public transportation. Justification for this priority may require certification by an agency medical unit or the Public Health Service.

(f) "Official parking" means parking spaces reserved for Government-owned, Government-leased, or privately owned vehicles regularly used for Government business. The phrase "privately owned vehicles regularly used for Government business" means vehicles used 12 or more workdays per month for Government business for which the employee receives reimbursement for mileage and parking fees under Government travel regulations. Monthly certification by agency heads may be required to establish this priority.

(g) "Parking space" means the area allocated in a parking facility for the temporary storage of one passenger-carrying motor vehicle.

(h) "Regular member" means a person who travels daily (leave excepted) in a carpool for a minimum distance of 1 mile each way. In addition, an agency may define a regular member as one whose worksite is located within a specific but reasonable distance from the parking facility.

(i) "Visitor parking" means parking spaces reserved for the exclusive use of visitors to Federal facilities.

**§ 101-20.117-2 Policies.**

Agencies shall encourage the conservation of energy by taking positive action to increase carpooling. The following policies shall be reflected in agency plans:

(a) *Parking.* In assigning all parking spaces assigned to or controlled by each agency, the following policies shall be observed:

(1) Agencies shall give first priority to official and visitor parking requirements.

(2) Severely handicapped Government employees for whom assigned parking spaces are necessary shall be accommodated.

(3) A goal of not more than 10 percent of the total spaces available for employee parking on an agency-wide basis (excluding spaces assigned to severely handicapped) shall be assigned to executive personnel and persons who are assigned unusual hours.

(4) All other spaces available for employee parking shall be made available to carpools to the extent practical.

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Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

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20 MAY 1977

MEMORANDUM FOR: Deputy Director of Central Intelligence

FROM : John F. Blake  
Deputy Director for Administration

SUBJECT : Recommended Price Increases for Items  
Served by the Executive Dining Room

1. Action Requested: The Director's Dining Room and the Executive Dining Room (EDR) are both operated by the EDR. This memorandum requests approval to increase prices for food and beverages served by the EDR to be effective as of 1 July 1977.

2. Background:

The Audit Staff recently completed its audit of the Executive Dining Room and issued their Report of Audit, dated 16 February 1977. The auditors noted EDR prices had not increased since 1974. The auditor made a comparison of prices for items served in the dining room with the same or similar items served in the cafeteria which indicated that the EDR prices had not kept pace with those in the cafeteria being charged to employees. He noted that "while the EDR does seem to be recovering food costs, this disparity in prices may become a subject of concern to Agency management." The auditor concluded by recommending that we review prices in the EDR to determine if an increase is warranted.

The Office of Logistics has conducted a review of its operating costs and has made a comparison of prices charged for like or similar items such as salad, soups, beverages, and desserts by the EDR and cafeteria. A comparison of entree prices is more difficult due to variations in quality, quantity, and selections served. The results of this review and comparisons indicate the following:

a. Exclusive of the cost of salaries, which currently approximate \$119,000 per year, the EDR has been self-sustaining and has managed

to achieve a modest profit due largely to special functions, i.e., cocktail parties. This profit or operating income was approximately \$6,800 for FY 1976 and is currently estimated at \$6,200 for FY 1977. It has been the practice to expend such funds for replacement of equipment, furniture, and utensils. A recent example was the expenditure of approximately \$7,300 for a refrigerator and all new DCI china settings. Any funds remaining at the end of the year are carried over or paid back to the treasury. In the current instance, had we not carried funds over we would be projecting a loss for the current FY of approximately \$1,000.

b. The GSI, on 25 April 1977, put into effect a general 5 percent price increase, the second increase since 1975 which created even more disparity in the prices between the two facilities for comparable items.

c. There has been an average increase of 22 percent to the EDR in the cost of the basic entrees served. A list of these entrees and comparative costs is included as Attachment 1. However, according to the 36th edition (1976) of the Year Book for Bureau of Labor Statistics, there was an 11.86 percent increase in the price of all foodstuffs between 1974 and 1976.

### 3. Staff Position:

Three measures are necessary to keep the EDR on a self-sustaining basis, exclusive of salaries, and also to keep prices in line with GSI. The first is that EDR prices for like or similar items served in the cafeteria should be increased by 15 percent to equal or exceed GSI prices, whichever is greater. Secondly, the same increase of 15 percent should be applied across-the-board for all other items on the EDR menu. The figure of 15 percent represents a compromise between the official rate of inflation and our actual costs for certain items but we believe it to be equitable in view of the current and projected cost of foodstuffs. Lastly, the standard price for cocktail parties with hors d'oeuvres should be increased from \$4.50 to \$5.00 in order to partially offset



the cost of food served and the overtime required to properly prepare and serve for such parties. A summary of current and proposed prices is shown in Attachment 2 hereto.

Although it is feasible to raise the prices higher in order to gross more income than necessary for equipment replacement, such funds would revert to the treasury as an offset to the subsidized salaries. However, large price increases would reduce patronage and would be insignificant in offsetting the total subsidy.

4. Recommendation: It is recommended that approval be granted to increase the prices for EDR meals and special functions as set forth in Attachment 2.

/s/John F. Blake

John F. Blake

Atts

APPROVED:

[Redacted]

5/24/77

DISAPPROVED: \_\_\_\_\_

Distribution:

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Originating Office

[Redacted]

/s/James H. McDonald  
Director of Logistics

5/13/77  
Date

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Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

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Executive Registry

74-3311

25 MAR 1974

MEMORANDUM FOR: Deputy Director for Intelligence  
Deputy Director for Operations  
Deputy Director for Science and Technology  
Deputy to the DCI for the Intelligence Community  
Deputy to the DCI for National Intelligence Officers  
General Counsel  
Inspector General  
Legislative Counsel  
Comptroller

SUBJECT: Executive Dining Room  
(Alien Guests)

1. Members of the Executive Dining Room have from time to time sought to bring alien guests to the dining room during the luncheon period. As you know, this creates a problem because of the assemblage of key Agency officials who frequently are discussing Agency business in the dining room. Additionally, the Executive Dining Room was not set up for the entertainment of foreign guests.

2. It would, therefore, be appreciated if you would ask members of the Executive Dining Room who are under your jurisdiction not to invite aliens to lunch in the Executive Dining Room. When available, the Director's Private Dining Room may be used for this purpose.

/s/ Harold L. Brownman

HAROLD L. BROWMAN  
Deputy Director  
for  
Management and Services

cc: AG/DCI

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Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

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DD/S 63-0992

15 February 1963

MEMORANDUM FOR: Executive Director

SUBJECT : Review of Legal Principles Governing the  
Operation of the Director's Mess

1. Paragraphs 6 and 7 of this memorandum contain recommendations for the concurrence of the DD/S, OGC, and Comptroller and for the approval of the Executive Director.

2. The Director's Dining Room was established in February 1952 to provide the DCI, the DDCI, and senior Agency officials a dining room which is physically secure and serviced by cleared personnel where official functions of operational or representational nature can be held.

3. The legal basis for the use of Agency funds for the establishment and continued maintenance of this facility has been subjected to periodic review, and there are three formal statements by the OGC on this subject, one in July 1956, one in July 1958, and one in January 1959. [REDACTED]

[REDACTED] Assistant General Counsel, included the following statement in his memorandum of 18 July 1956:

"The desirability of an executive dining room in which senior officials of the Agency can get together for lunch, is not questioned. A good deal of business is transacted at these luncheons. An opportunity is afforded to bring together groups whose otherwise busy schedule might preclude such a meeting if it were not arranged at the meal hour when everyone has to get away from his desk anyway. Since the desirability of such an arrangement is apparent for any Government agency, it might have been difficult in the first instance to sanction solely an executive dining room in the absence of specific statutory authority, although the special security requirements of the Agency would lend some strength to the argument. However, where the dining room has been established by the Director for a justifiable official purpose, its use by his senior officials when it is otherwise

unoccupied seems proper so long as they pay for their own food. There might be some question of the legality of assigning two couriers part-time as waiters, but practices of this sort are not entirely unknown in the Government. (For example, there is no general provision in law providing for a recreation and services officer in the various departments and agencies; nevertheless, some employee or employees in every department seems to have that function. "

The results of this opinion established the following: members of the Executive Dining Room paid for the cost of their own food (even when attending official functions), the charge at that time was a flat fee of \$1.00 per lunch. All other overhead costs (salaries, laundry, food consumed by the guests, supplies and equipment) was paid for out of Confidential Funds. It should be noted that the regulation governing operational entertainment at that time [redacted] required Agency personnel engaging in operational entertainment to reimburse the Agency \$1.00 as a token payment for food and drink consumed in the course of Operational Entertainment.

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STATINTL 4. Paragraph 4 of the [redacted] opinion (Tab A) raised, for the first time, the issue of assessing Mess members a charge in addition to the cost of food which was to be used as a contribution to general overhead. It is not completely clear what [redacted] meant by this paragraph but a subsequent statement on this subject by Mr. Earman (then DCI Executive Officer) which was concurred in by the OGC, the Comptroller and the Acting DD/S, clarified the issue (see Tab B). Tab B resolved the Director's position on the establishment of the Mess (as raised in paragraph 4 of the [redacted] opinion) and clearly stated:

STATINTL

"Since the Director determined that the establishment of dining facilities was basically to fulfill a necessary official function, I feel that these overhead expenses (sic) spoilage of food, free meals to kitchen personnel, salaries of mess personnel, laundry costs, and the costs of heat and light, constitute a reasonable charge which should be borne by the Agency. "

This memorandum reaffirmed the principle of charging members \$1.00 per meal and established the principle that any deficit incurred as a result of the various overhead charges in the operation of the Mess over and above the amount collected from the members was to be paid from Agency funds.

5. In planning for expanded operations of the Director's Mess which would result from the move to Langley, [redacted] raised the issue of payment of salaries for additional personnel. Tab C sets forth the principle that personnel needed for the operation of the kitchen and the Director's small dining room

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[redacted] should be paid for out of Agency funds and that waiters used in the large dining room [redacted] and two others) would be handled as a reimbursable expense item to the Agency. At that time it was felt that three waiters working between 11:30 and 1:30 could handle the large dining room serving no more than 25 or 30 customers. On this basis the waiters working in the large dining room would be considered part-time help and their main jobs would be messenger or laborers for Logistics. To cover their part-time salaries, it was recommended that the price of meals be increased by \$.25 per meal and that the Agency be reimbursed \$.25 for each meal served members. It should be noted that this procedure was adopted before the dining room was in operation in Langley and without benefit of a cost experience factor or knowledge of actual labor required to maintain the new facility. Tab D is a memorandum from Chief, TAS setting forth these new procedures. STATINTL

6. Subsequent experience indicates that the assumptions upon which this reimbursement was computed were in error. I, therefore, recommend that this commitment be abrogated retroactively for the following reasons:

a. The expanded operations of the Mess required the full-time assignment of three waiters for the large dining room; mess membership has increased to a total of 212 and will continue to increase with a total anticipated membership of 250. Instead of the 25 to 30 customers a day planned in the [redacted] memorandum of January 1962, we are now averaging 55 meals a day, and this is expected to increase considerably. STATINTL

b. All Mess personnel now appear on the T/O of the Director's Office and, although waiters perform many other functions not related to the dining room, their primary job is concerned with the operation of the Mess. Consequently, the \$.25 per meal reimbursement does not cover salary expenses of the waiters assigned to the large dining room, but would represent a mere token contribution to salary overhead.

c. In spite of the agreement to reimburse the Agency \$.25 per meal (commencing March 1962), this has not been done, and at first glance it would appear that the Mess fund has an outstanding liability to the Agency of some \$1,717.50

for the period March 1962 through 15 January 1963. However, what has happened is that the Mess fund has been absorbing certain overhead costs previously paid out of Confidential Funds. For example, during the period 5 March 1962 through 15 January 1963 there was a total of 8,750 meals served to members, which would indicate a liability of \$2,187.50 to be reimbursed to Confidential Funds. In fact, the Mess fund reimbursed the Agency a total of \$469.80 in cash and absorbed a total of \$2,299.20 in overhead costs which, prior to March 1962, would have been paid for out of Confidential Funds according to the principles established in Mr. Earman's memorandum of 9 January 1959. A breakdown of these overhead costs is as follows (meal prices based on average cost of food):

Laundry	\$	630.70
Meals for guests - 223 @ \$1.00		223.00
Meals for Mess personnel - 1,365 @ \$1.00		1,365.00
Coffee for USIB Conferencés		80.50
	\$	2,299.20

On this basis the Mess fund has contributed more than the \$.25 per meal surcharge on members' food bills (the \$1,717.50 liability being more than wiped out by the \$2,299.20 contribution to overhead expenses).

7. Based on legal principles already established as outlined above, and in recognition of the desire to have members make some contribution to salaries paid Mess personnel, it is recommended that this best be done by having the Mess fund absorb certain overhead expenses previously paid for out of Confidential Funds rather than being held to a flat rate per meal as suggested in the [ ] memorandum of January 1962. The resulting figure may be more than or less than the original \$.25 per meal and would fluctuate based on volume, cost of food, and pricing structure, but would, in my opinion, satisfy the legal question raised by [ ] that members make some contribution to salary overhead. Furthermore, any profits accruing to the Mess shall be refunded to the Agency at least on an annual basis and more frequently if circumstances so warrant. Under this formula, overhead expenses to be absorbed by the Mess fund shall include: laundry, meals and beverages for guests, meals for mess personnel, coffee for USIB conferences, and purchase of small items of supplies and equipment. It is

felt that the current price structure of meals (i. e. \$1. 50 for the Steak Special, \$1. 25 for the Regular Lunch, \$. 75 for the Light Lunch, \$. 20 for soup and \$. 20 for dessert) is a reasonable charge for meals served and is high enough to absorb the aforementioned overhead expenses. The Mess Officer will review the menu price structure on a quarterly basis and make necessary adjustments reflecting increases or decreases in costs of food. In the event that income from members is insufficient to cover the aforementioned overhead costs (as well as the cost of food), particularly since the meals furnished guests (This does not include U.S. Government employees who may be guests, except when specifically approved by appropriate authority) are an uncontrollable variable, the Mess Officer reserves the right to bill the Agency for meals furnished guests should this item become too much of a burden on the Mess fund.

STATINTL

[Redacted Signature]

Assistant to the Director

CONCUR in Recommendations in  
Paragraphs 6 and 7:

Believe question of approving Government  
payment for meals of Government employees,  
and appropriate authority for  
require further consideration

APPROVE:

STATINTL

STATINTL

7 MAR 1963

for General Counsel

[Redacted Signature]

[Redacted Signature]

Executive Director

13 March 1963

5 MAR 1963

[Redacted Signature]

12 March 63

Acting [Redacted Signature] (ort)



C  
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Y

OGC 8-1234

9 July 1958

MEMORANDUM FOR: Executive Officer, DCI

SUBJECT : Director's and Executive Dining Rooms

1. We have reviewed the various papers pertaining to the above subject. Reference is made to a previous memorandum on this subject by this Office dated 18 July 1956, copy of which is attached. We believe the basic legal principle involved is that the Director, under the authorities available to him, may properly establish a dining room and necessary facilities if determined to be necessary for official purposes connected with the unique functions of this Agency. Stemming from this principle, all necessary expenditures of confidential funds for the establishment and operation of the dining room including cost of food for official non-Agency guests are proper expenditures.

2. It further seems appropriate that Agency officials present at such official functions should be required to reimburse a reasonable amount for food consumed. This can best be determined by reference to the audit reports of operations of the mess. In our view, the present practice of charging \$1.00 to Agency personnel in such situations appears to be proper under all the circumstances. This would be applicable to the category of luncheons designated as "official" in paragraph 2 of the study of 17 March 1958.

3. As to the other two categories, "special" and "regular," we believe, for purposes of considering the legal principles applicable to such luncheons, that they are essentially the same. We have previously stated that the use of the dining room by Agency officials for other than official luncheons is appropriate so long as reasonable charges are made. In our view the charge can be determined by first excluding all fixed overhead charges which are determined reasonably necessary to establish and maintain the dining facility for its primary purpose. It is apparent

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from the audit report that there are some overhead charges which fairly could be attributed to use of the dining room by Agency personnel and their guests solely for nonofficial purposes. Another way of stating it would be to say that nonofficial use directly and measurably increases the total overhead. Finally there is the cost of food actually consumed.

4. Without question costs of food consumed at nonofficial meals should be passed on to Agency personnel. It is possible that a pro rata portion of the overhead could be justified as an Agency expense on the ground that it is advantageous to the Agency that the individuals concerned have a secure place to gather for lunch to discuss and transact Agency business. In the absence of such a justification and a determination by the Director that this is necessary to carry out the unique functions of the Agency, it is our view that some portion of the overhead should be assessed the individuals. From our interpretation of the figures it would appear that this would necessitate increased charges from 20 to 25 cents per meal for all nonofficial meals.

5. Under the circumstances it appears proper that all charges for operation of the mess, in the first instance, be placed against confidential funds as a proper expenditure by the Agency. Subsequent predetermined reimbursement to the Agency would be required, as appropriate, either in the case of Agency employees attending an "official" meal or employees and their guests attending nonofficial meals.

6. A question might be raised about the policy in Agency Regulation [redacted] which no longer requires Agency personnel present at operational dinners to pay \$1.00 for their meals. However, in this particular situation of the Director's dining room there has been no assertion or justification for the Agency to bear the expenses of food consumed by Agency personnel, although the occasion is "official."

Att - 1

cc: IG

DD/S

Comptroller

Audit Staff

[redacted]  
Deputy General Counsel

STATINTL

9 January 1959

11-383  
06-63-0484  
63-4680  
TAB-B

MEMORANDUM FOR: General Counsel  
Comptroller

SUBJECT : Director's and Executive Dining Rooms

STATINTL

1. I am enclosing a study of the operation of the Director's and Executive Dining Rooms conducted by Messrs. [redacted]. The study revealed that the cost per meal for the regular, special and official luncheons amounted to approximately \$.90 including such overhead expenses as, spoilage of food, free meals for the kitchen personnel and salaries, laundry costs and cost of heat and lights.

STATINTL

2. Since the Director determined that the establishment of the dining facilities was basically to fulfill a necessary official function, I feel that these overhead expenses constitute a reasonable charge which should be borne by the Agency. Therefore, I am recommending that:

a. the sum of \$1.00 per meal continue to be charged the members of the mess for regular, special and official luncheons,

b. the overhead charge of \$10.00 for official luncheons be discontinued and that any deficit incurred as a result of overhead expenses in the operation of the mess over and above the amount collected from the members will be paid from Agency Funds.

STATINTL

[redacted]

J. B. LESTER  
Executive Officer

STATINTL

CONCUR:

DATE:

[redacted]

13 January 1959

STATINTL

General Counsel

[redacted]

[redacted]

\* Concur subject to approval by the Deputy Director (Support) and the Director.

STATINTL

[redacted]

Deputy Director/Support

[redacted]

STATINTL

STATINTL

[REDACTED]

7-16-2

This is the latest development re the operation of the Director's Mess and it looks like we will have to continue with the same system as before except, of course, on a larger scale. To service the large dining room, we will need at least two more waiters and I would suggest that the hours of service in this room be from 12:00 to 1:00 for the benefit of the members of the Mess. In talking recently to Colonel White about the use of Agency personnel to operate the kitchen and the small dining room for Mr. McCone, he feels that we would be justified in having the salaries of [REDACTED] and [REDACTED] paid by Agency funds. The waiters used in the large dining room [REDACTED] and two more) could be used from 11:30 to 1:30 and their time devoted to the Mess would be handled as a reimbursable expense item to the Agency. By using a round figure of 50 members using the large dining room and based on the GS-05 salary of three waiters pro-rated 2 hours daily, this would amount to the members paying about 30¢ per meal for waiter cost. This 30¢ figure added to the \$1.00 amount previously charged, will bring the total cost per meal to \$1.30. In regard to the waiters used in the large dining room, their main job could be messengers, for example, working in Logistics but used by us only between the hours of 11:30 and 1:30.

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If this system is acceptable, there are two things that should be accomplished fairly soon, namely (1) request O/Personnel for prospective candidates for part-time use as waiters [REDACTED] could be returned to Logistics which was his old office and then he could be used by us on a part-time reimbursable basis) and (2) preparation of a revised list of members of the Mess. On this latter point, I might suggest that we ask each of three Deputies for recommendations for a new listing.

STATINTL

[REDACTED]

Assistant to the Director

STATINTL

For the Record:

STATINTL

In conversation with [REDACTED] it was agreed that:

1. The operation of the Director's Mess in the new building will be handled in the same manner with the same personnel as previously handled in the Admin Bldg.
2. A price of \$1.25 per meal will be charged.
3. The large dining room will be reduced in size at least temporarily to handle no more than 25 or 30 customers.

AAB

06-63-048  
28-63-4680  
16 MAR 1962

TAB-D

MEMORANDUM FOR:

25X1A

SUBJECT

: Reimbursement for the Services of Agency Personnel Detailed as Stewards in the Director's Dining Room

1. In accordance with your verbal request, this Office has reviewed the financial records of the Director's Mess for the purpose of determining the procedure to be followed in reimbursing for the services of Agency personnel who serve periodically as stewards in the Director's Mess. You indicated that the source of revenue to reimburse for stewards' services would be a service charge of \$.25 for each meal served and that the anticipated number of meals served would be 1,000 per month, which would provide collections of approximately \$250 per month.
2. It is suggested that on a quarterly basis, or more frequently if desired, the custodian of the Director's Mess remit service charges collected to the Finance Division Disbursing Office, located in room 6E-29, Headquarters Building. The remitter of the funds should identify the source as the Director's Mess and retain the original receipt with the financial records of the Mess. Finance Division will credit the funds to General Ledger Account 695 identified as Miscellaneous Receipts, category 3099, "Recoveries and Refunds not Otherwise Classified".
3. The procedure suggested above will accomplish the requirement to reimburse for the services of the stewards in a manner that the source of the funds will not be evidenced to the Fiscal Division of this Office or to the General Accounting Office auditors.

25X1A

Chief, Technical Accounting Staff

SECRET

173 15 10 12 1963

ADMINISTRATIVE--INTERNAL USE ONLY

21 January 1966

STATINTL MEMORANDUM FOR:

SUBJECT: Executive Dining Room

In reference to your request about the costs, operations, and background of the Executive Dining Room:

The Director's Dining Room was first established in 1952 to provide the DCI, DDCI and senior Agency officials a dining room which is physically secure and serviced by cleared personnel, where official functions of operational or representational nature can be held. The legal basis for the use of Agency funds for the establishment and continued maintenance of this facility has been subjected to periodic review by the Office of the General Counsel. In a memorandum to the General Counsel and Comptroller from the Executive Assistant dated 9 January 1959, the Director's position on the establishment of the dining room was clearly stated:

"Since the Director determined that the establishment of dining facilities was basically to fulfill a necessary official function, I feel that these overhead expenses, i. e., spoilage of food, free meals to kitchen personnel, salaries of this personnel, laundry costs, and the cost of heat and light constitutes a reasonable charge which should be borne by the Agency."

The memorandum was concurred in by the General Counsel, Comptroller and the Acting DDS.

When the Agency moved to Langley, it was initially decided that the Agency would operate the Director's private dining room with a staff of three. The large dining room was to be serviced by GSI (Government Services, Inc. which operates the Agency cafeteria). The cost of the meals furnished by GSI would have been about the same price, if not slightly more than what we presently charge in the Executive Dining Room. One major drawback to having

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GSI service the dining room was that all the food would have been prepared in the cafeteria and carted up to the Executive Dining Room in the elevator and through the hallways. The main reason why GSI was not given the contract to service the large dining room was that they could not guarantee to consistently provide the same waiters. In order to meet our strict requirement in having a truly secure dining room with fully cleared employees, (presently all dining room employees have Top Secret, SI, T & KH clearances) GSI insisted that the Agency clear a pool of approximately ten or more people whom they could draw upon to work in the dining room. They also advised that because of their very high rate of employee turnover, they would probably require us to continually clear new employees. Consequently, it was decided that the Agency would operate its own Executive Dining Room.

In a memorandum dated February 1963, approved by the Executive Director and concurred in by the General Counsel, Comptroller, and Acting DDS, it was agreed that: due to increased activity in the dining room and, because all dining room personnel were employed full time in the dining room, they would be slotted on the Office of the Director T/O, and that: certain overhead expenses for the dining room would be absorbed from the dining room fund, i. e., all food and beverage costs, laundry, and purchase of small items of supply and equipment. From the time the Agency moved into its Langley quarters, the Executive Dining Rooms have been operating under a system whereby the Agency pays for all salaries of the dining room employees and the dining room absorbs most if not all of the operating costs. There are seven employees in the dining room and their annual salaries total approximately \$44,000. Presently the dining room begins operation at 6 o'clock in the morning and ends at 5 o'clock in the evening, Monday through Friday. On Saturdays, it opens at 6 o'clock and closes no earlier than 1 o'clock. Work is scheduled so that a minimum amount of overtime is required. In addition to their routine dining room duties, the dining room staff is required to serve coffee for all USIB conferences; be available for special events during the day and evening at the direction of the Deputy Directors; and to make certain that the O/DCI conference room is always clean and ready for use.

The dining room is also supported by a GS-6 (annual salary approximately \$5800) custodian-bookkeeper. She assists the administrative office by answering the telephone, acting as receptionist and clerk and assisting in other general administrative-type duties. Including the salary of the custodian, the total cost of the dining room operation borne by the Agency (in addition to repairing or replacing original equipment), amounts to about \$51,000 annually. I do not



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think we could justly include the salary of a GS-12 administrative officer in the cost of the dining room operation, inasmuch as the administrative officer performs a variety of other duties in addition to overseeing the dining room.

In looking at the dining room operation from a financial point of view, not including salaries, the dining room operates at just about a break-even point. Briefly, it costs the Agency approximately \$52,000 a year to operate the Executive Dining Rooms. If the dining room operation were to be dissolved today and all of its assets liquidated, there would be a small surplus left over. Of course, the equipment and furniture would revert to Agency stock. I have compiled and attached hereto a brief and estimated profit and loss statement for the dining room as its financial picture looks today. Some other statistics for the dining room which may be of interest to you are: in a 12-month period the gross receipts for the dining room from all sources of revenue are approximately \$26,000, and during that same period, not counting special events, the dining room serves a little over 18,000 meals.

I strongly feel that under the present circumstances, the dining room operates as efficiently and economically as possible. Recently a study was conducted to determine whether or not our food purchases were in line with what GSI pays for their foodstuffs, or whether it would be to our advantage to buy from GSI or to continue buying directly from wholesalers. The study clearly indicated that we were buying at lower prices and that we did not have to make bulk purchases which we would if we purchased from GSI. As for our accounting and billing systems, detailed studies have been made by the Office of Finance and the Office of Training and the procedures used by our office are those in which the Office of Finance and the Audit Staff have concurred as being in line with requirements levied by the Agency regulations. The Dining Room accounts are also checked and audited at least once a year by the Audit Staff.

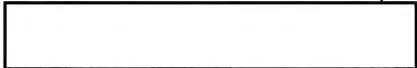
I realize the initial reaction to the Dining Room operation cost of approximately \$50,000 a year might be surprise, but a good look at the overall advantages would show sufficient justification to maintain its present operation. For example, going back to the original concept for the establishment of the Executive Dining Room: (a) It offers senior Agency officials a physically secure area to transact business during the lunch hour; (b) It affords an opportunity to bring together officials whose busy schedule might preclude such a meeting if it were not arranged at the meal hour. Also, because of the unusual nature and sensitivity of our business, there is a heavy influx of very senior visitors (Ambassadors, Congressmen, foreign officials, etc.) who in many instances are required



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to be in the building during the lunch hour, and it would not be appropriate nor possible to have them dine in the GSI cafeteria. In addition, there are many sensitive conferences and Bureau of the Budget sessions where Agency and other U. S. Government officials who cannot leave the building because of time factors can be served luncheon in the Executive Dining Room. Within the present framework of the operation, the dining room is capable of handling almost any type of catered function or special event from serving coffee to a full-course dinner at little more than a moment's notice.

STATINTL

  
Administrative Officer, O/DCI

Orig & 1 - Addressee

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STATINTL

Approved For Release 2002/05/20 : CIA-RDP80-00473A000100200002-1

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